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## TRANSPORTATION, SALE, AND HANDLING OF DOGS AND CATS FOR RESEARCH PURPOSES

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APRIL 5, 1966.—Committed to the Committee of the Whole House on the State  
of the Union and ordered to be printed

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Mr. COOLEY, from the Committee on Agriculture, submitted the  
following

### R E P O R T

[To accompany H. R. 13881]

The Committee on Agriculture, to whom was referred the bill (H. R. 13881) to authorize the Secretary of Agriculture to regulate the transportation, sale, and handling of dogs, cats, and other animals intended to be used for purposes of research or experimentation, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill do pass.

The amendments are as follows:

Page 1, beginning on line 3, strike out "and other animals".

Page 1, line 5, strike out "and other animals".

Page 1, beginning on line 7, strike out "dogs, cats, and other animals" and insert "dogs and cats".

Page 2, line 2, after the word "for", insert "such".

Page 2, line 11, after the word "or", insert with caps "The Commonwealth of".

Page 2, beginning on line 22, strike out all of subsection (f). Re-designate subsections (g) and (h) as subsections (f) and (g), respectively.

Page 3, line 3, strike out "dogs, cats, or other animals" and insert "dogs or cats".

Page 3, line 5, strike out "such animals" and insert "dogs or cats".

Page 3, line 12, strike out "dogs, cats, or other animals" and insert "dogs or cats".

Page 3, line 15, strike out "dogs, cats, or other animals" and insert "dogs or cats".

Page 3, line 17, strike out "dog, cat, or other animal" and insert "dog or cat".

Page 3, beginning on line 21, strike out "dog, cat, or other animal" and insert "dog or cat,".

Page 3, line 24, strike out "such animal," and insert "dog or cat,".

Page 4, line 5, strike out "dogs, cats, and other animals" and insert "dogs and cats".

Page 4, beginning on line 5, strike out "and research facilities"

Page 4, line 9, strike out "these animals" and insert "dogs and cats".

Page 4, line 10, strike out the period and add "or at any time subsequent to the arrival of such animals at a research facility".

Page 4, line 14, following the word "fee" insert "established".

Page 4, line 15, strike out "applicant" and insert "dealer".

On page 4, line 18, change the period after the word "Act" to a colon and add:

*Provided, however,* That any person who derives less than a substantial portion of his income (as determined by the Secretary) from the breeding and raising of dogs and cats on his own premises and sells such animals to a dealer shall not be required to obtain a license as a dealer under this Act.

Page 5, line 3, strike out "Research facilities and dealers" and insert "Dealers".

Page 5, line 5, strike out "dogs, cats, and other animals," and insert "dogs and cats".

Page 5, line 6, following the first sentence of section 8, insert the following new sentence: "Research facilities shall make and keep such records with respect to their purchase, sale, and transportation of dogs and cats as the Secretary may prescribe.".

Page 6, line 4, strike out "willful" and insert "willful and likely to continue,".

Page 6, line 9, strike out "dogs, cats, or other animals" and insert "dogs or cats".

Page 6, line 12, after the phrase "such research facility," insert "unless such agency finds that such suspension would not be in the public interest,".

Page 7, line 1, strike out "subdivisions" and insert "subsections".

Page 8, line 1, strike out the period at the end of the sentence and add "and each day of operating without a valid license or failing to obey a cease and desist order shall constitute a separate offense."

Amend the title to read:

A bill to authorize the Secretary of Agriculture to regulate the transportation, sale, and handling of dogs and cats intended to be used for purposes of research or experimentation, and for other purposes.

#### SHORT SUMMARY

The purposes of this bill are (1) to protect the owners of dogs and cats from the theft of such pets, (2) to prevent the use or sale of stolen animals for purposes of research or experimentation, and (3) to establish humane standards for the treatment of these animals while they are on the way to medical research facilities. It specifically authorizes the Secretary of Agriculture to regulate the transportation, purchase, sale, and handling in commerce of dogs and cats which are destined for use in research or experimentation.

Research facilities and laboratories last year used thousands of dogs and cats for which they paid many millions of dollars. This demand has given rise to a large network of dealers who oftentimes secure dogs and cats by simply combing the streets and picking up any animal they can catch. These dogs and cats are usually stripped of all identification and often moved across State lines to escape the jurisdiction of local and State laws.

Under H.R. 13881 the Secretary of Agriculture would issue licenses to both dealers and research facilities. The dealers would be required to keep records of their handling, transportation, purchase, and sale of dogs and cats. The research facilities would keep records of their purchase, sale, and transportation of dogs and cats acquired by them. The Secretary would specify humane methods of identification for the dogs and cats. The Secretary would prescribe humane standards to govern the transportation and handling of dogs and cats by the dealers but not by the research facilities.

It would be unlawful for a dealer or research facility to operate without a license, and a research facility could purchase dogs and cats only from a licensed dealer. Persons who do not meet the specifications of a dealer under this bill could voluntarily obtain a license if they showed the Secretary that their operation met the standards he prescribed.

Violations of this act or regulation set thereunder (confirmed by a hearing) could result in a \$500 per day penalty, suspension or revocation of a dealer's license, the issuance of a cease and desist order, or a possible withdrawal of Federal aid to a research facility if the Federal agency administering the aid felt such withdrawal would not be contrary to the public interest.

Any person or research facility who objects to orders issued by the Secretary would have the right to file a petition of review of the order in the appropriate U.S. court of appeals.

#### COMMITTEE AMENDMENTS

The amendments adopted by the committee reflect the sentiments of many of the humane societies and medical organizations which appeared at the public hearings held by the Subcommittee on Livestock and Feed Grains.

The amendment in section 2(f) eliminates all animals except dogs and cats. The bill had originally included all vertebrates except livestock.

The amendment in section 5 would completely exclude the research facility from having to meet humane standards set by the Secretary of Agriculture for the handling, transportation, and sale of dogs and cats. Research facilities would be required to purchase a license, buy dogs and cats from only licensed dealers, and keep records with respect to their purchase, sale, and transportation of dogs and cats.

The amendment to section 6 is designed to permit farmers or other owners of relatively small numbers of dogs and cats to sell these animals to dealers without obtaining a license. Under the language of section 2(g) of this bill any person who buys or sells dogs or cats for research purposes in commerce would be subject to license. The committee considered a proposal to change the words "buy or sell" to "buy and sell." The committee did not adopt this proposal because



if felt that such a change would create an exemption for animal thieves who steal dogs and cats and then sell them, as well as for persons who might operate dog and cat farms for the sole or major purpose of providing these animals for research purchase.

The amendments to section 12(a) direct that if the Secretary of Agriculture discovers a research facility in a willful violation of the act, or rules established by him thereunder, he must also determine that the violation be likely to continue before preparing a written report to the Federal agency furnishing aid such as loans and grants to the facility. Even though the report would specify these willful violations and recommend that Federal aid to research using dogs and cats be suspended, the agency administering the aid would suspend the aid only if such suspension would not be contrary to the public interest.

The amendment to section 14 would revise the \$500 penalty for each offense of a dealer or research facility operating without a valid license or failing to obey a cease and desist order of the Secretary of Agriculture. The penalty was strengthened to make each day of operating without a valid license or failing to obey such a cease and desist order a separate offense punishable by a \$500 fine.

#### HEARINGS

Hearings were held on the subjects covered by this legislation on September 2, 1965, and March 7 and 8, 1966, by the Livestock and Feed Grains Subcommittee. During the course of testimony over 150 persons representing various points of view were heard or filed statements.

#### Authors of bills included:

H.R. 9743, Mr. Resnick.	H.R. 13287, Mr. Sweeney.
H.R. 9750, Mr. Pepper.	H.R. 13291, Mr. Horton.
H.R. 9869, Mr. Helstoski,	H.R. 13321, Mr. Reid of New
H.R. 9875, Mr. Wolff.	York.
H.R. 10197, Mr. Joelson.	H.R. 13343, Mr. Brown of
H.R. 10358, Mr. Minish.	California.
H.R. 10680, Mr. Morse.	H.R. 13346, Mrs. Bolton.
H.R. 10743, Mr. Helstoski.	H.R. 13352, Mr. Rodino
H.R. 10745, Mr. Matsunaga.	H.R. 13406, Mr. Nelsen.
H.R. 11002, Mr. Fino.	H.R. 13426, Mr. Fraser.
H.R. 11195, Mr. Shipley.	H.R. 13438, Mr. Sickles.
H.R. 11505, Mr. Grider.	H.R. 13464, Mr. Clancy.
H.R. 12295, Mr. Long of	H.R. 13565, Mr. Karth.
Maryland.	H.R. 13586, Mr. Schisler.
H.R. 12488, Mr. Poage.	H.R. 13659, Mr. Olson of
H.R. 12667, Mrs. May.	Minnesota.
H.R. 12842, Mr. McCarthy.	H.R. 13720, Mr. Schweiker.
H.R. 12903, Mr. Minshall.	H.R. 13767, Mr. Miller.
H.R. 12923, Mr. Cramer.	H.R. 13811, Mr. Irwin.
H.R. 12941, Mr. Cahill.	H.R. 13820, Mr. Multer.
H.R. 12962, Mr. Bell.	H.R. 13862, Mr. Fulton of
H.R. 13017, Mrs. Dwyer.	Tennessee.
H.R. 13075, Mr. McDade.	H.R. 13881, Mr. Poage.
H.R. 13240, Mr. Foley.	H.R. 13904, Mr. Quie.
H.R. 13261, Mr. Pirnie.	H.R. 14178, Mr. Ashbrook.

## COST

The Department of Agriculture advised the committee that it estimates the cost of implementing this legislation during the first year would be \$1,030,000. Thereafter, the cost of the program would be met by license fees insofar as practicable.

## ADMINISTRATION POSITION

During the course of hearings, the administration did not appear, but the Department of Agriculture filed the following report on H.R. 12488, the bill which was later superseded by H.R. 13881. The amendments recommended by the Department are incorporated in this bill.

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DEPARTMENT OF AGRICULTURE,  
*Washington, D.C., March 7, 1966.*

Hon. HAROLD D. COOLEY,  
*Chairman, Committee on Agriculture,  
House of Representatives.*

DEAR MR. CHAIRMAN: We wish to thank you for your letter of February 14, 1966, giving us the opportunity to report on H.R. 12488. The bill is entitled to authorize the Secretary of Agriculture to regulate the transportation, sale, and handling of dogs, cats, and other animals intended to be used for purposes of research or experimentation, and for other purposes.

The bill, among other things, would provide that (1) no research facility could lawfully purchase or transport dogs, cats, or other animals in commerce unless it has been licensed by the Secretary of Agriculture; (2) no dealer, as defined in the bill, could lawfully sell or offer to sell or transport to any research facility, or buy, sell, offer to buy or sell, transport or offer for transportation, in commerce to or from another dealer, any dog, cat, or other animal, unless he has been licensed by the Secretary of Agriculture; (3) the Secretary would be authorized to license, as dealers, on a voluntary basis, persons who do not qualify as dealers, upon such persons agreeing to comply with the requirements of the act; (4) the Secretary would be authorized to promulgate humane standards governing the handling and transportation of dogs, cats, and other animals by dealers and research facilities, exclusive of the handling of the animals during the actual research or experimentation; (5) all dogs, cats, and other animals delivered for transportation, transported, purchased, or sold in commerce to any dealer or research facility shall be marked or identified in such humane manner as the Secretary may prescribe; (6) research facilities and dealers shall keep such records with respect to the purchase, sale, transportation, and handling of dogs, cats, and other animals as the Secretary may prescribe which shall be kept open at all reasonable times for inspection by the Secretary or his representative; (7) the Secretary would be authorized to cooperate with officials of the various States or political subdivisions thereof in effectuating the purposes of the act; (8) no dealer shall sell or otherwise dispose of any dog, cat, or other animal within a period of 5 business days after its acquisition; (9) the Secretary, upon determining that a

research facility has violated the provisions of the proposed act, may make an order requiring such research facility to cease and desist from continuing such violation and, in case of a willful violation, shall certify the facts to each agency of the Federal Government furnishing funds to such facility and recommend that funds be withdrawn for such period as the Secretary may specify, in which case each such agency so notified shall suspend all such payments, loans, or grants to such facility; (10) if the Secretary has reason to believe that there has been a violation of the act or the regulations by a person licensed as a dealer he may suspend such person's license for a period not to exceed 21 days, and, after opportunity for hearing, he may suspend for an additional period or revoke such license if such violation was determined to have occurred; (11) any research facility or dealer who operates without a license, or while such license is suspended or revoked, shall forfeit to the United States the sum of \$500 for each offense, which shall be recoverable in a civil suit in the name of the United States. The proposed bill also provides for injunctive authority and that in order to finance the administration of the act the Secretary shall charge, assess, and cause to be collected reasonable fees for licenses issued. Such fees shall be deposited in a fund which shall be available without fiscal year limitation together with such funds as may be appropriated thereto.

This Department conducts various research programs related to animal production and animal diseases. In addition, it is charged with the administration of programs for the control and eradication of infectious, contagious, and communicable diseases of livestock and poultry; for the prevention of the introduction into and dissemination within the United States of such diseases; and for the prevention of the exportation of diseased livestock and poultry. It also administers laws regarding the humane slaughter and treatment of livestock.

This Department supports the objectives of H.R. 12488. We are concerned about the illicit traffic in family pets. It is our understanding that the practices which give rise to the proposed legislation relate to the theft of dogs and cats. We are not aware of any such practice existing with reference to other animals. There is serious question, therefore, as to whether it is necessary to make the bill applicable to "other animals" in order to effectuate the purposes of the bill. If the reference to other animals is retained, the Department believes that livestock should be excluded from the definition. The practice which the bill is intended to correct does not exist in the transporting, marketing, or sale of livestock. This Department presently administers the 28-hour law (45 U.S.C. 71, et seq.) which is intended to prevent, among other things, cruelty to livestock moving in interstate commerce by insuring that they are properly fed, watered, and rested. In addition, under authority of the Packers and Stockyards Act (7 U.S.C. 181, et seq.), livestock markets are regulated by this Department to insure adequate facilities for the proper handling and marketing of livestock.

There are various State laws which are applicable to the theft and humane treatment of dogs and cats. The operating methods of people who steal family pets and the commercial aspects of the purchase and transfer of dogs and cats in commerce are not areas as to which this Department has expertise. Therefore, we are unable to evaluate the effectiveness of existing State laws since the functions of



this Department, insofar as animals are concerned, relate basically to livestock and poultry.

In view of the above comments, there is question as to whether it would not be desirable that a program such as that in question be administered by a Federal agency more directly concerned.

It is suggested that the following changes be made in the bill:

1. On page 3, lines 12 and 13, the phrase "except a dealer holding a valid license" should be changed to read: "except a person holding a valid license as a dealer." This change is necessary if a research facility is to be permitted to purchase laboratory animals from persons who are not within the definition of "dealer" but who are licensed pursuant to the second sentence of section 6.

2. On page 3, line 15, the words "or offer to transport" should be inserted after the word "transport" for the purposes of consistency within the section.

3. On page 4, line 9, the reference to section 18 should be changed to section 17.

4. On page 7, line 21, the reference to section 13 should be changed to section 12.

It should also be noted that while dogs and cats are specifically defined, the definition of "animal" is so broad as to include dogs and cats.

We assume that you are also obtaining the comments of other interested departments and agencies. We understand that the Department of Health, Education, and Welfare is now conducting a study on this general subject.

The Bureau of the Budget has advised that, while there would be no objection to the presentation of this report, the Bureau recommends against enactment of the bill at this time, pending further consideration and study of the need for, and the nature of, Federal legislation in this area.

Sincerely yours,

ORVILLE L. FREEMAN.

#### SECTION-BY-SECTION ANALYSIS

*Section 1.*—This section sets forth the objectives of the bill which are (a) to protect owners of dogs and cats from the theft of such pets and (b) to regulate the transportation, purchase, sale, or handling of dogs and cats destined for research or experimental use.

*Section 2.*—This section contains definitions for seven terms used in the bill.

(a) The term "person" is limited to various private forms of business organizations. It is, however, intended to include nonprofit or charitable institutions which handle dogs and cats. It is *not* intended to include public agencies or political subdivisions of State or municipal governments. It is the intent of the committee that local or municipal dog pounds or animal shelters shall not be required to obtain a license since these public agencies are not a "person" within the meaning of section 2(a). Accordingly, research facilities would not (under sec. 3) be prohibited from purchasing or acquiring dogs and cats from city dog pounds or similar institutions because these institutions are not "persons" within the meaning of section 2(a).

(b) The term "Secretary" means the Secretary of Agriculture.

(c) The term "commerce" is defined as interstate commerce (1) between the several States, the District of Columbia, or the Commonwealth or Puerto Rico, or (2) between points within the same State, territory, possession, or the District of Columbia, but through any place outside thereof, or (3) within any territory or possession or the District of Columbia.

(d) The term "dog" is limited to the species *Canis familiaris* for use or intended for use as a research animal. It does not include dogs used or intended for use as hunting animals, pets, or for uses other than for research or experimentation.

(e) The term "cat" is limited to the species *Felis catus* for use or intended for use as a research animal. Like subsection (d) which applies to dogs, this subsection is not intended to include pet cats or other cats used or intended to be used for purposes other than for research or experimentation.

(f) The term "research facility" means any school, institution, organization, or person (as defined in subsec. 2(a)) that uses or intends to use dogs or cats for research or experimental purposes and that (1) purchases or transports dogs or cats in commerce (as defined in subsec. 2(c)), or (2) receives any funds from a U.S. Government agency to finance its operations by means of grants, loans, or otherwise.

(g) The term "dealer" means any person (as defined in subsec. 2(a)) who for profit or compensation delivers for transportation, transports (except as a common carrier), buys or sells dogs or cats in commerce (as defined in subsec. 2(c)) for research purposes.

The term "dealer" therefore would apply to any individual or other person who raises in commerce dogs or cats for sale to any research facility.

The term "common carrier" as used in this section means the ordinary and accepted legal definition of that term which is broader in scope than the definition included in the 28-hour law (45 U.S.C. 71 et seq). Thus, the exemption would apply to trucking firms who qualify as "common carriers" even though these common carriers are not within the purview of the 28-hour law.

*Section 3.*—This section prohibits research facilities from (1) operating in commerce without a license and (2) acquiring any dog or cat from any "person" (as defined in sec. 2(a)) not holding a valid license as a dealer.

*Section 4.*—This section prohibits dealers from conducting any dog or cat business with research facilities or other dealers without a valid license.

*Section 5.*—This section authorizes the Secretary to establish humane standards to govern handling and transportation of dogs and cats by dealers. The intent of the committee is clearly set forth in the proviso to this section which states that nothing in this legislation shall be construed to authorize the establishment of humane standards for the handling of dogs and cats at a research facility at any time subsequent to the arrival of the animals at such a facility. The committee further emphasizes its intent that the actual research and experimental use of these animals is in no way to be interfered with by this legislation.

The committee also contemplates that the Secretary will establish and enforce by adequate inspection humane standards concerning the health, well-being, and safety of dogs and cats at auction sales of these



animals. Humane standards would of course include housing, feeding, ventilation, and watering criteria.

*Section 6.*—This section sets forth the requirements and procedures for issuing licenses to dealers and research facilities. A separate provision is included in the last sentence to allow persons who do not, for one reason or another, qualify as dealers (as defined in sec. 2(g)) to obtain a license. The second sentence in this provision would also allow persons who would otherwise be prohibited from selling to research facilities to obtain a license voluntarily and thus continue to provide dogs and cats for research and experimental use.

In addition, a person who derives less than a substantial portion of his income from the breeding and raising of dogs or cats on his own premises would be exempt from being licensed as a dealer under this legislation. This provision was adopted by the committee to allow farmers and other owners of relatively small numbers of dogs or cats to continue to sell their own animals to dealers without obtaining a license. The term "substantial portion of his income" as used in this provision is subject to the determination of the Secretary. The committee does not contemplate the licensing of farmers or pet owners who sell only an occasional litter of puppies or kittens or only a few dogs or cats to a dealer. The specific requirement that these exempted persons breed dogs or cats on their own premises is intended to prevent their selling to dealers for research purposes animals which were stolen or otherwise obtained for that purpose.

*Section 7.*—This section requires all cats and dogs covered by this bill to be marked or identified in a humane manner. The methods, type, and time of marking or identification are to be prescribed by the Secretary.

*Section 8.*—This section requires recordkeeping by dealers and research facilities. In the case of dealers, this recordkeeping will extend to purchases, sales, transportation, and handling of the dogs and cats covered by the bill. In the case of research facilities, similar records would be kept with respect to purchase, sale, and transportation but there is no requirement for keeping records of the handling of these animals since this legislation does not contemplate any supervision over the handling of dogs or cats once they have arrived at a research facility. Under this section records shall be made available to the Secretary for inspection by him or by his duly authorized agent. The term "any person duly authorized by him" is intended to mean a qualified employee of the U.S. Department of Agriculture or some other agency of the Federal Government. The committee does not contemplate the designation of private citizens or non-Federal Government employees participating in the administration of this legislation.

*Section 9.*—This section authorizes the Secretary to cooperate with State and local officials in preventing the theft of dogs and cats, in the apprehension of suspected dog and cat thieves, and in administering the other provisions of this legislation.

*Section 10.*—This section prohibits dealers from selling or otherwise disposing of any dog or cat within 5 business days after the acquisition of such animals or within such other period as the Secretary may specify in regulations issued pursuant to this legislation. The purpose of the waiting period is to give owners, law enforcement officers, and the Secretary a greater opportunity to trace lost or stolen dogs and cats.

*Section 11.*—This section authorizes the Secretary to promulgate such rules, regulations, orders, and other administrative details as may be necessary to effectuate the purposes of this legislation.

*Section 12.*—This section provides—

(a) That if the Secretary has reason to believe that any research facility has violated or is violating any provision of this legislation, he shall give notice and opportunity for a hearing. If he finds a violation, he may make an order that such research facility shall cease and desist from continuing such violation. If he determines that such violation was willful and likely to continue, he shall prepare a written report, stating his findings therein, and shall certify this report to each Federal agency furnishing funds to such research facility to finance research, tests, or experiments involving the use of dogs or cats, with a recommendation that such funds be withdrawn for such period as he may specify. The language "and likely to continue" is inserted by the committee to cover a situation such as an employee of a research facility who willfully violated this legislation by purchasing a dog or cat from an unlicensed dealer but was dismissed from his job for doing so. The committee felt that such a willful violation should be found to be "likely to continue" before penalizing a research facility in such a situation. Each such agency so notified shall suspend all such payments, loans, or grants to such research facility unless such agency finds that such suspension would not be in the public interest.

(b) That if the Secretary has reason to believe that any dealer or person licensed as a dealer has violated or is violating any provision of this legislation, he may suspend such person's license temporarily but not more than 21 days. After notice and opportunity for hearing, the Secretary may suspend such license for such additional period as he may specify, or he may revoke such license if such violation is determined to have occurred, and he may make an order that such person shall cease and desist from continuing such violation.

(c) That any research facility or dealer or person licensed as a dealer aggrieved by a final order of the Secretary regarding withdrawal of Federal aid or suspension or revocation of a license shall have the right, within 60 days after entry of such order, a petition to review such order in the appropriate U.S. court of appeals under the provisions of chapter 19A (Hobbs Act) of title 5, United States Code.

*Section 13.*—This section establishes the principal-agent relationship between research facilities, dealers, persons licensed as dealers, and their employees. When construing or enforcing the provisions of this legislation, the act, omission, or failure of any individual acting for or employed by a research facility, dealer, or person licensed as a dealer within the scope of his employment or office, shall be deemed the act, omission, or failure of such research facility, dealer, or person licensed as a dealer as well as of such individual.

*Section 14.*—This section provides that any research facility or dealer who operates without a valid license or, in the case of the dealer, while such license is revoked or suspended, or any research facility, dealer, or person licensed as a dealer who knowingly fails to obey a cease and desist order made by the Secretary shall forfeit to the United States in a civil suit \$500 for each offense, and each day of such violation shall constitute a separate offense. The penalty would be \$500 per day per offense.



The committee made no provision for the suspension or revocation of the license of the research facility because suspension of vital research could easily hamper scientific progress, and this legislation is not intended to thwart research in any manner.

The Attorney General shall have the responsibility for the collection of the forfeitures.

*Section 15.*—This section permits the Secretary to notify the Attorney General of any violation or proposed violation of this legislation, and the Attorney General may bring action in the appropriate U.S. district court to enjoin such practice and to enforce compliance with the provisions of this legislation.

*Section 16.*—This section carries a constitutional invalidity clause which states that if any part of this legislation, or individual circumstances concerning it, are held invalid, the remainder remains effective.

*Section 17.*—This section directs the Secretary to charge, assess, and collect reasonable fees for licenses issued to dealers and research facilities. These fees should be adjusted equitably, taking into consideration the type and nature of the operation to be licensed. It is intended that these fees should cover as nearly as practicable the costs of administering the provisions of this legislation. All such fees shall be deposited in a fund which shall be available without fiscal year limitation for use in administering the provisions of this legislation. Any additional funds which might be needed to administer this legislation are authorized to be appropriated by the Congress from time to time.

*Section 18.*—This section specifies that this legislation shall become effective 120 days after enactment. This delay is intended to allow the Secretary to promulgate appropriate regulations and disseminate information concerning the administration of this legislation.

